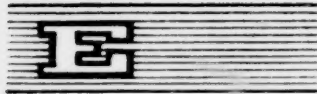




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HUMAN RESOURCES MANAGEMENT: Instalment 1
GUIDELINES FOR:
THE FORMULATION AND IMPLEMENTATION
OF HUMAN RESOURCES DEVELOPMENT AND UTILIZATION POLICIES

GUIDELINES FOR FORMULATING AND IMPLEMENTING HUMAN RESOURCES DEVELOPMENT AND UTILIZATION POLICIES

1. INTRODUCTION

1.1 The establishment of a comprehensive national manpower policy should be regarded as an initial step in the social and economic development planning processes of a nation. Fundamental to the establishment of such a policy however is the issue of its administration. This incorporates two broad elements. First, is the need to initiate, identify and formulate broad and operating manpower objectives; and secondly, there is the need to adopt and pursue concrete actions for the attainment of these objectives.

1.2 Experiences have shown that comprehensive African national manpower policies have not appropriately dealt with manpower policy formulation and administration in any systematic way. The effect of this has not only constrained manpower planning, development and utilization, but has also constrained over-all national socio-economic development planning. Consequently, any further neglect, will continue to have a series of negative consequences on the implementation of the socio-economic development decisions embodied in the Lagos Plan of Action, and specifically those taken at the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization.

1.3 The purpose of this guideline is to highlight those elements which are associated with manpower policy formulation and implementation : the purpose being to suggest a general framework within which to formulate and execute comprehensive national manpower policies for the effective implementation of the Lagos Plan of Action. For this task, a number of points are raised primarily for the consideration of policy makers and managers as they attempt to formulate, comprehensive manpower policies, and establish organizational machineries to manage the implementation of the respective manpower policy.

2. COMPONENTS OF MANPOWER POLICY ADMINISTRATION

2.1 Initiation, Identification and Formulation of Broad and Operating Manpower Policies:

Major questions which need to be addressed when the formulation of national manpower policy is being initiated, with major policy elements identified for the definitive manpower policy formulation include the following:

- (i) What operational constraints relative to human resource planning, development and productive use are being experienced ?
- (ii) What are the objectives and goals of a manpower policy ?
- (iii) What are the crucial factors to be taken into account when manpower objectives, goals and policies are being determined ?
- (iv) What steps and strategies are needed in the identification and formulation of manpower policies ?

The issues involved with each of these major questions and their implications for initiating national action are as follows:

2.1.1 Problems, objective and expected goals of a manpower policy:

Generally a policy package responds to specific problems and provides (i) the necessary guide for making administrative decisions in dealing with the identified problems, (ii) a nation or organization's view point and vision, (iii) an established way of directing specific actions in dealing with specific areas of concern and (iv) the legal authority and institutions for executing those actions. In view of these, the following broad objectives can be perceived as the rationale for initiating and formulating national comprehensive manpower policies:

- (a) to provide the guidance for effective planning, development and productive utilization of human resources;
- (b) to minimize duplication of national efforts and waste of resources and
- (c) to provide a basis on which different national human resources development and utilization programmes are integrated, coordinated, monitored, evaluated and adjusted for maximum results.

With these broad objectives in view, a well formulated manpower policy should embody an outline of goals and objectives specifying a series of steps and procedures by which action can be taken to execute, adjust, regulate and/or manipulate the development, allocation and productive utilization of human resources,

2.1.2 Factors to be taken into account in the determination of manpower objectives, goals and policies:

Certainly there are hosts of crucial factors which should be clearly identified and taken into account in the process of formulating national manpower objectives, goals and policies. Conceptually, these factors relate to (i) the positive and negative impact of population growth on economic growth and development and (ii) the types of desired and established national political, social and economic objectives.

In relation to the first issue, it is now generally accepted that natural changes in the characteristics, structure, size and composition of the population ought to be observed, analysed and considered in the light of national needs and resources when national manpower programmes are being formulated. This is necessary because the direction, consistency and magnitude of these changes will have implications for the development and structure of education and training facilities as well as for guiding and manipulating equilibrium conditions in the labour and products markets.

Consideration of the second related issue is crucial to manpower policy formulation for two reasons. First, the summation of national political, social and economic objectives is equivalent to the set of over-all national development objectives. What is critical here is that in the absence of a coordinated planning programme or of an adequate national planning machinery and capabilities, the identified political, social and economic objectives often come into conflict with each other. In such a case, the totality of the conflict needs to be diagnosed and the findings reflected in the formulation process of manpower policies.

Secondly, the realization of political, social and economic objectives which are meant to raise the level and quality of human life depends in part on the strategy by which the nation's human resources are mobilized, developed and utilized. This in effect implies that formulated manpower policies be aimed at the realization of the stipulated political, social and economic objectives. To achieve this goal, not only should these various objectives be studied during the formulation of manpower policies, but a careful analysis of the environmental factors such as institutions, and legislations, which surround the formulation and realization of these objectives, should also be made.

The third point notes that productivity of nation states is primarily a product of its human resources and the extent to which the entire spectrum of human resource as envisaged here can be mobilized and productively utilized, dependency of the many to the producing of a few could not only be minimized, but could enable each and everyone to become self reliant.

2.1.3 Critical areas towards which a manpower policy should be directed and their relation to national development:

As indicated above, manpower policies should be aimed at the achievement of political, social and economic objectives within a nation. The rationale is that an efficient scheme for the mobilization, development, allocation and utilization of the entire spectrum of the nation's human resource could eventually ensure (i) political awareness and maturity, (ii) social and cultural integration and advancement and (iii) increased and diversified national output and consumption, (iv) self reliance not only at individual level but at national level, and (v) increased productivity.

To obtain a maximum impact, a comprehensive manpower policy should be primarily but not exclusively directed towards three major areas within the national planning process. There are (a) manpower planning and programming, (b) education and training and (c) employment and labour productivity. More important is that for each of these major policy areas, interrelated goals and objectives as well as the necessary steps and procedures for their accomplishment should be determined and established.

Granted that these goals and objectives could differ from country to country, there are certain broad elements which relate to their determination that are common to nations and whose consideration should provide the necessary guidance in the formulation of a comprehensive national manpower policy. For example the following questions and issues within each of the identified policy areas should be considered by manpower policy makers and managers.

2.1.3.1 Manpower Planning and Programming:

An important element within a comprehensive national manpower policy is the establishment and operation of an effective institution for manpower planning and programming for national development. As such, a national manpower policy should contain a clear statement on the steps, strategies and techniques for initiating and implementing the process of national manpower planning and programming. The importance of this exercise is that manpower planning provides the basis for establishing the necessary linkages between manpower development and manpower utilization policies and programmes and strategies.

The general focus of manpower planning and programming as a policy area should be geared towards the process of economic growth and income distribution within the nation.

For all practical purpose, a meaningful national population policy should be an outgrowth of careful analysis of the problems, issues, constraints, and strategies in relation to the implementation of human resources development and utilization policies. Indeed, basic outputs of manpower policies such as the provision of adequate education, training, wage employment and related incentives for productivity enhancement together with other social services and infrastructures are functionally related to the size, structure, location, taste and aspirations of a given population. Consequently, what constitutes a national population policy is simply an aggregation of manpower policies geared towards improving the quality of life of the population which in turn makes the existing and future human resource more productive.

In this connexion, several questions which need to be considered include the following:

- i) To what extent can planned and on-going socio-economic development and investment activities absorb or utilize appreciably a growing or diminishing population?
- ii) Do the administrative and technical capabilities and/or potentials exist within the nation to transform a rapidly growing population into a group of active producers as well as effective consumers; and if not, how best can that be brought about?
- iii) What are the qualities, composition, structure, trend direction and frequency of population movements within and outside the nation; and how can this phenomenon be incorporated into the formulation of manpower development, allocation and utilization policies?
- iv) What types and structure of institutions and legislations are required to allow for the appropriate analysis, guidance and coordination of the issues raised in questions (i), (ii) and (iii) above?

2.1.3.2 Education and Training

A comprehensive manpower policy should be clearly directed towards the establishment, legitimation and operation of institutional and functional facilities to provide mandatory formal and non-formal education and training programmes for the nation's population.

To be systematic and continuous, the policies should originate from an acceptance of a planned change rather than from ad hoc circumstances.

The policy basically stem from the need to:

- i) ensure that present and future workers do attain appropriate levels of knowledge, skills and attitudes for a given occupation and profession;

- ii) regard the entire population as potentially productive and therefore an asset that should be trained, effectively deployed and retained for increased productivity;
- iii) recognize that education and training outlays are an investment and hence the process should be systematically planned, continuous and linked to the world of work.

The need to address these principal considerations requires that the scope of a manpower development policy should generally embrace and define explicitly the following key elements:

- i) The required organization or institutional machinery capable of developing, executing, monitoring and/or coordinating all education and training programmes in the country;
- ii) The need for training to be systematically approached and based on frequently identified needs;
- iii) The specification of the kind, content and levels of courses and programmes to be offered together with their timing and duration in relation to required and projected quantitative and qualitative national employment and productivity targets and goals;
- iv) The identification, mobilization, training, appropriate placement, utilization, and retention of adequate teachers and trainers together with the identification and determination of target groups to be developed by geographic and occupation stratification.
- v) Mobilization of institutional resources, and setting of standards of performance to ensure that high quality manpower is their output; and that the output of uncertified/unrecognized institutions does not negate national policy objective for quality.

2.1.3.3 Employment and Labour Productivity:

Manpower policies aimed at achieving an efficient utilization of a nation's human resources should be centered around two interrelated sub-policy areas:

(a) management of employment opportunities and (b) increasing labour productivity. The importance in initiating policies on these two rests on the following premises: that full and active participation of the population in the productive sectors of the economy together with increased earnings and purchasing powers results from improved productivity; which besides stimulating re-investments, would in turn increase demand for labour over time; thus increase employment opportunities, and while at work, restore people psychic ego and provide favorable political, social and economic environment. Accepting this, it becomes necessary that the components of these sub-policy areas be clearly identified for the purpose of manpower policy formulation.

For example, the management of employment opportunities embraces:

- i) the continuous restructuring of existing jobs in light of changing technologies and demands;
- ii) the creation of new productive job opportunities to absorb the employment demands of a growing population; and
- iii) the allocation and matching of skills and jobs to ensure a systematic mobility and diversified utilization of the nation's labour force.

Productivity enhancement activities on the other hand, embrace:

- i) the identification and further development of basic work-oriented skills and attitudes;
- ii) the determination and provision of necessary financial and environmental incentives to those engaged in productive income generating activities;
- iii) the assurance of the availability of basic health and social facilities which in themselves are factors in enhancing the quality of human resource; and
- iv) the adoption of appropriate monetary and fiscal measures to facilitate adequate capital formation and labour utilization.

In the light of these, the following are among some basic questions which must be addressed within the context of formulating a comprehensive national manpower policy so as to ensure an effective utilization of the nation's human resource:

- i) What is the minimum socially and economically acceptable unemployment rate and how best can this minimum rate be achieved, maintained and if possible, improved upon?
- ii) What is the desirable labour force participation rate and which groups (i.e. women, handicaps, youths, etc.) of the population should be considered and mobilized into this active and productive labour force?
- iii) What types, contents, level and duration of on-the-job and apprenticeship training schemes should be developed and used as viable compliments to national education and training programmes?
- iv) What are the relationships between monetary and fiscal policies on the one hand, and the development of technology and labour and capital substitution on the other; and how best can these policies be structured so as to ensure optimum utilization of the labour force?
- v) How institutionalized are factors such as worker's security and safety, employers' hiring and firing practices, workers' rewards and bonuses, workers' health and housing standards and workers and employers' organizations; and how can these be improved upon, coordinated and incorporated in the overall manpower policy package?

As implicit from the issues and questions raised in this section, manpower policies relating to manpower planning and programming, education and training and employment and labour productivity are interrelated and consequential of each other. The successful accomplishment of a set of policy objectives in one area depends to a large extent on what happens in the other two areas. This then suggests that manpower development and utilization policies need to be comprehensive and consistent not only within themselves; but with other adopted investment and production policies as well.

3. Organizational framework

3.1 Human resources policy harmonization and programme co-ordination efforts require that the national ministry charged with this responsibility, and each of the multisectoral, sectoral and organizational units to which the operational activities of manpower planning, training and career programming, distributive allocation and productive use have been delegated must establish and operate the respective units for each of the functions related to the planning, development and productive use of human resource. Together with the establishment of these units and the respective functions, a related team of human resources management staff made of manpower planners, trainers and career planners, and employment and productivity monitoring personnel must be deployed therein at each level.

3.2 The nature and scope of administrative and operational details of these functions and the size of the human resource development "team" will vary from the national agency to another multisectoral, sectoral to individual organizations levels. So will the substance and content of what is centralized or decentralized vary at these levels: for the planning, development and allocation for productive use of human resource functions need to be as centralized as they will need to be decentralized.

3.2.1 Levels of delegation and delegated functions:

2.1 In practice those that are centralized relate to overall manpower policy formulation and harmonization of the various multisectoral and sectoral policies in training, employment and productivity enhancement measures for productive deployment of the stock of human resources at the disposal of the respective sectors. Other centralized function include among others, the consolidation of the various multisectoral and sectoral plans and programmes and ensuring consistency and coherence between them, formulation and issue of broad guidelines, instructions and manuals with respect to the timing, frequency and reporting operations in the respective manpower planning, training and the job placement activities including the respective strategy in the collection and use of the respective manpower data and information systems.

2.2 Those that could be decentralized at multisectoral level such as at ministries respectively and separately entrusted with the planning, training, distributive allocation of manpower for productive use in the Public Service, Public Corporations, the private sector and indeed in the rural sector will be functions such as determination of the magnitude of the supply and demand situations, identification of the respective requirements, development of the related manpower plans, programming for their development and utilization by each of the ministries

in addition to the requirements of organizations that constitute the multisectoral organizations for which they are responsible, the collation of the respective reports from the organizations, their plans and activities received by the specific ministries and organization for consolidation and transmittal to the ministry with overall national responsibility.

2.3 For sustained effort and ensuring that all the consumers of human resource are involved, further delegation of operational functions are needed. Such functions include formulation of organizational sectoral training and human resources utilization policies, determination of sectoral/organizational manpower requirements, their training and employment needs, development of appropriate manpower, training and employment plans: the latter of which should focus on career matrices and succession plans etc, programming and implementation of manpower and training need survey activities and training programmes, identification, distribution, allocation and productive use of human resource, evaluation of the manpower planning, training and utilization programmes, assessment of the performance and operation of their respective units; and subsequently reporting on their various activities in manpower planning training and productivity enhancement through the use of their respective human resource.

2.4 For efficiency, effectiveness and coherence of effort at the three levels, between the various organizations dealing with various factor inputs into the human resources development aspects, such as education, training, health, nutrition, housing, etc. and other human resources management support services such as transport, incentives etc. there is need for (i) broad manpower policy, periodic instructions, guidelines and manuals on how the various activities will be co-ordinated and conducted, their frequency and reporting relationships between the national, multisectoral, and individual human resource consumer organizational or sectoral levels.

2.5 Presently in some countries, centralized functions are undertaken by ministries of Manpower Planning and Development as is the case in Zimbabwe, or Ministry of Manpower Development as is the case in Tanzania. Other nomenclature for such a ministry might include consideration of such titles as Ministry of Human Resources Development and Management, or Ministry of Public Service, Cabinet Affairs and Human Resources Management.

3.3 The devolution of functions to multisectoral level might take the following forms:

3.3.1 The responsibility for planning, training and distributive allocation of and audit of human resource in the Public/Civil Service could be delegated either the (i) Public Service Commission (as is the case in Zimbabwe) cabinet office - Directorate of Manpower Development and Training as is the case in Zambia or (ii) Cabinet, Establishments and Training as is the case in Nigeria and Malawi, or (iii) Directorate of Personnel Management as is the case in Kenya.

3.3.2 That for human resources planning, training and allocation of manpower in the Public Corporations could be delegated to the Ministry of Commerce and/or Industry.

3.3.3 The Ministry of either (i) Local Government, (ii) Co-operatives, (iii) Agriculture or whatever ministry is closer to or involved with the delivery of service or co-ordination and monitoring of development programmes in rural areas could be delegated the responsibility for the planning, training and distributive allocation for productive use of human resources in the Rural urban sector.

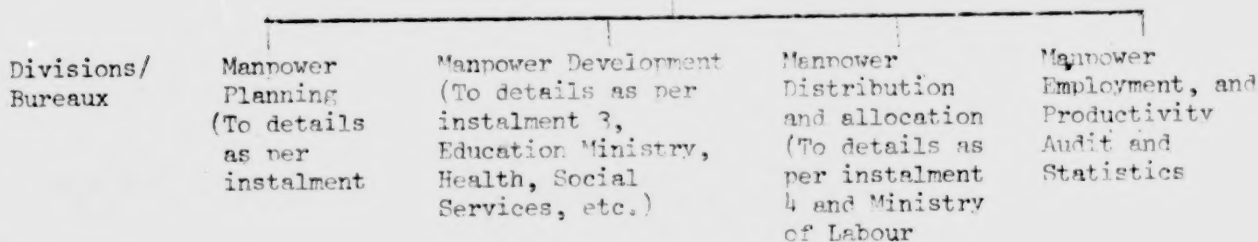
3.3.4 The Ministry of Labour could be delegated the responsibility for planning, training and distributive allocation for productive use of human resource in the Private Sector.

3.3.5 In return functions related to sectoral/organizational programming and actual conduct of manpower planning, training and use of human resource, evaluation and reporting on programme activities relative to manpower planning, training and distributive use of human resource in the respective organizations should be delegated to and conducted by each organization, Ministry be they in Government, Public Corporation or Private Sector organization and the right for compliance should be provided for in the related national legislations and policies governing the planning, development and productive use of human resource. The following diagramme show the respective clusters.

1. NATIONAL LEVEL

Either Ministry of (i) Manpower Planning and Development, or
(ii) Human Resources Development and Management, or
(iii) Manpower, Public Service and Cabinet Affairs

PERMANENT SECRETARY



2. MULTI-SECTORAL
LEVEL

FUNCTIONS DELEGATED

With appropriate
(i) Overall Manpower
Policies;

Manpower Plann-)
Training)
Employment and) Depts.
Productivity)

To either
a. (i) Public Service Commission
(ii) Cabinet
(iii) Directorate of Personnel
Management
For Manpower in the
PUBLIC SERVICE
b. Ministry of Labour
For Manpower in the
PRIVATE SECTOR
c. Ministry of Commerce/Industry
For Manpower in
PUBLIC CORPORATIONS
d. Ministry of Local or Government or
Co-operations or Social Services
For Human Resources in
RURAL AREAS

(ii) Operational
Instructions, Guide-
lines and Manuals;
(iii) Requirements for
reporting and
accountability
upwards. - - - - -

3. SECTORAL/
MINISTERIAL
AND ORGANIZATIONAL

FUNCTIONS DELEGATED

With appropriate
(i) Manpower, train-
ing and em-
ployment poli-
cies
(ii) Operational
instructions,
manuals and
guidelines
(iii) Requirements
for reporting
and accoun-
tability

Manpower Plann.)
ing, Training)
Employment) Units/
and Producti-) Sections
vity enhancement)

To (i) All Government Ministries
in case of (a) above and
each of
(ii) All Private Sector production,
service rendering or commercial/
industrial units or organizations
(iii) All and each of Public Corporation
and Parastatals in case of
c, above
(iv) All and each of country councils,
municipalities, wards and
village committees.

3.4 As earlier on indicated, each delegating authority will have to issue accompanying instructions, guidelines and manuals relative to the technical procedures related to the conduct of manpower planning, training and career programming and distributive allocation and productivity enhancement in human resources. The delegating ministry should demand that related manpower planners, trainers and career programmes, and employment officers be identified, trained and placed to operate within the national career structure of human resources development and management specialists; and that in the conduct of their duties, they operate within the framework of instructions, guidelines or manuals of the issuing ministry at national level.

3.5 The administrative structures at each of the three levels described in the foregoing pages, have to be accompanied with respective advisory (i) National Human Resource Council, (ii) Multisectoral occupational manpower boards, or (iii) Sectoral/Ministerial/Organizational Training/Human Resources Committees - to advise on practices, programme thrust and specialised demands. These advisory bodies are serviced by the respective chief technocrats at each level.

3.6 Needless to re-state that the kind of arrangements and functions such as described in the foregoing paragraphs indicate the need for a human resources development and management team composed of manpower planners, trainers and employment and productivity planners at each level and within every centre of production, service rendering or community/rural/development activity.

4. Training Facilities and Institutions:

4.1 The above stated organizational set up is administrative in nature. It does not execute the actual process of knowledge, skill and/or technology origination and transfer. For this purpose, each multisectoral, sectoral and organizational unit with its own requirements for specialized knowledge, skill and technological process requirements should be required to establish and operate its own specialized training institutions for the origination, transfer and evaluation of their knowledge, skills and technological requirements.

4.2 It is for this reason that Government agencies responsible for training in the civil service, those for training in public corporations, or those responsible for human resources development in the private sector and indeed for the rural sector should establish related executing research and training institutions: research for related problems analysis, and new knowledge, skill, technology and process origination; and training for the appropriate transfer of these to the users. Needless in this regard to stress the role of "folk or village" training centres in the transfer of technology to rural areas.

4.3 As the pressure for increased accessibility to training opportunities mounts, entrepreneurs often cash in establishing private institutions, some of whose quality, facilities, staff and instructional process is not worth the paper they are planned on. This sort of situation not only distorts the national quality of human resource output, but defrauds the public who may not be getting their money's worth. In this connection the national agency, or the ministry to whom multisectoral responsibility for organizing and monitoring training in the respective sector must promptly intervene to protect those being exploited.

4.4 In view of the preceding considerations, all the training institutions, be they owned by Governments, the respective ministries or departments, established by public corporations, private sector organizations or individual entrepreneurs, should be regarded as national assets (though not nationalized) and therefore should be subject to (i) regulated growth, (ii) inspection and certification to engage in knowledge, skill and technology origination and transfer.

4.5 To meaningfully regulate the establishment of institutions, and subject them to regular inspection for certification, the need is for setting of national norms and standards of not only performance, but to kind of equipment and facilities required in the areas in which the institution operates.

4.6 Once established, these institutions must not only be and remain linked to their client or parent organizations through initiating and conducting tailor made training and technology transfer programmes, but there must exist a training institution-parent/client interface such that the research of the institution must be addressed to the analysis of operational problem prevailing in the conduct of the parent-client organization's activities. As they train the organization's staff in acquiring new knowledge, skills and technology devised/originated (through development research) to deal with the identified problems, the institutions consultancy efforts must be in the installation of new procedures, process and technology that formed the basis of training.

4.7 The institution-client or parent organization interface could be strengthened by linking the institutions research, teaching and consultancy life with the service rendering or production life of their client-parent organizations. This would enable experienced practitioners in the parent organizations world of work to continuously intermingle with students and faculty of their related institutions thus bring theory to bear on practice and practice to bear on theory; while the life of institutions is brought to bear on life of these organizations and vice versa.

5. Funding the training function:

5.1 Training and technology purchase, acquisition or transfer is an investment in which nation states must be ready to forgo opportunities now for future benefits. Though Governments have operated training on the basis of normal treasury subventions, this has been far from satisfactory, as any Government costs have often affected allocations on training. It is for this reason that other sources involving equitable contribution from the state, the private sector, public corporations and individuals must be explored: i.e. both the developer and the consumer of quality human resources must share the costs involved in human resources development. In this connection, measures such as the following may need to be introduced to provide the financial support of the system discussed herein.

- (i) Training levies whereby every employer is charged a percentage levy not more than 2% of his total pay roll, or declared profits (if engaged in profit making activities).

- (ii) Tax exemption or rebate scheme for investment on costs incurred on training or technology transfer activities
- (iii) Lump sum payment on every non-national employed to continue until such time that a national is trained and placed on the job. Such that fees cease to be paid as soon as a national has been trained and placed on the job.

5.2 The funds derived and accruing from the scheme should be consolidated under a Training and Transfer of Technology Fund to be managed by the national ministry responsible for human resources planning, development and utilization. To gain access to the fund, each agency to which the manpower planning, training and utilization function is delegated should submit an annual training plan together with estimated costs for vetting harmonization, clearance and approval for benefiting on refund basis, from the consolidated fund.

5.3 This kind of arrangements already exist in countries where the industrial training levy and other schemes exist. The fund is consolidated and managed within the Directorate of Industrial Training. However caution must be sounded on the practice of organizations passing the levy costs to customers, or cuts in salaries of employees. Where this has been done, the organization in effect is getting a free refund when the actual costs of training were borne by customers-national publics!

5.4 Employment of a non-national and the payment of a lump sum with a proviso of developing a national is a contract between the employing agency and Government agency enforcing the "Localization" of personnel rules, and the local counter-part employee. As a contract, the parties must establish definitive rules of the game. Among such rules is the following prior requirements:

- (i) The employing agencies production of a definitive training plan, showing the content to be covered, how and where, and an estimation of the time to be covered at each phase/stage of know-how transfer.
- (ii) The national government production of a national who is not only trainable but capable of "sticking on".
- (iii) The depositing of the training programme with the national agency responsible for human resources planning, development and utilization, for continued monitoring and enforcement of contractual obligations by the parties.

6. SUMMARY CONCLUSION AND SUGGESTIVE POLICY IMPLICATIONS

6.1 Attempt has been made in this paper to highlight (a) the need for African Governments to develop, establish and implement a comprehensive human resources development and utilization policy package; and (b) those critical issues and questions that should be generally considered during the identification, formulation and operation of such a policy package. The purpose is to provide a general framework as a guide to African Governments in developing and administering a comprehensive manpower policy in response to the Monrovia Conference.

6.2 Identified as major policy areas at which explicit and definitive policies should be continuously and systematically directed are (i) manpower planning and programming within the development process, (ii) education and training, and (iii) employment and labour productivity. For effectiveness, policies within each of these areas should interrelate and re-enforce one another.

6.3 Basically two major conclusions emerged. First it is clear that the mere formulation of a comprehensive national manpower policy is a necessary but not a sufficient condition for ensuring the achievement of self-reliance in the planning, development and utilization of human resources as required by the Lagos Plan of Action. More important to the accomplishment of this requirement is also the establishment of institutions and actions supported by appropriate commitment geared towards the approval, rectification, dissemination and implementation of the formulated policies.

6.4 The second point is that any adopted comprehensive manpower policy should benefit from an efficient and functional machinery with sufficient legal and operational authorities and clear definition of functional relationships and responsibilities for the planning, administration, implementation and coordination of all activities related to manpower development and utilization and policy execution.

6.5 In view of these conclusions, it is recommended strongly that African Governments initiate and develop, as a matter of priority, institutional manpower policy formulation and administrative capabilities for the enhancement of political, social and economic development of their respective countries. Guidelines with respect to the development and implications of each of these two conclusions are contained in installments 2, 3 and 4.